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## INTERNATIONAL COMMISSION FOR THE ESTABLISHMENT OF AN INTERNATIONAL HYLEAN AMAZON INSTITUTE

*By Remington Kellogg*

The International Commission for the Establishment of the International Hylean Amazon Institute was convened at Belém (Pará), Brazil, on August 12, 1947, under the chairmanship of Fred L. Soper, Director of the Pan American Sanitary Bureau. Luiz Alayza Paz y Soldan, former Minister of Justice and Labor of Peru, was elected Vice Chairman. E. J. H. Corner, Chief of UNESCO's Hylean Amazon Project and Principal Field Scientific Officer for UNESCO in Latin America, served as Secretary General. Dr. Corner was assisted by Basile Malamos, Field Scientific Officer, UNESCO. Paulo de Perredo Carneiro, professor of chemistry, Polytechnic School, Rio de Janeiro, and permanent representative of Brazil to UNESCO, was elected Rapporteur General for the Commission.

At the General Conference of UNESCO in 1946 approval was given to the Brazilian proposal that an International Scientific Commission be set up in consultation with Brazil, Colombia, Ecuador, France, the Netherlands, Peru, Venezuela, the United Kingdom, and the United States to investigate on the spot all aspects of the question of the establishment of an International Hylean Amazon Institute, including both immediate and long-term plans, financial matters, and the formulation of a draft agreement between the cooperating governments and UNESCO. The second session of the Executive Board of UNESCO, which met in

Paris in April 1947, resolved that the Institute should be organized as a multisection project to cover all fields of UNESCO's activities and raised the creation of the Hylean Amazon Institute to the position of fourth general project for the year 1947.

The countries represented by official delegates were as follows: Brazil, Colombia, Ecuador, France, Peru, the United Kingdom, the United States, and Venezuela. An observer from Bolivia attended all the sessions. Seven international organizations, including the Inter-American Institute of Tropical Agriculture, Pan American Sanitary Bureau, Pan American Union, UNESCO, Food and Agriculture Organization, and World Health Organization were represented by delegates. The Economic and Social Council of the United Nations, however, did not send a delegate. H. Floch, the Delegate from French Guiana, and Dr. Heesterman, the Delegate from the Netherlands, were unable to attend. The United States was represented by Remington Kellogg, Delegate, and Bassett Maguire, Alternate Delegate.

The Commission recognized that sustained development of the Hylean Amazon is impossible without accurate knowledge of the conditions and competent technical personnel working on the spot to apply this knowledge to the varied problems that have so far retarded economic progress in the region. Since the Hylean Amazon is one of

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the largest undeveloped areas in the world and extends over portions of six South American republics as well as the Guianas, it was hoped that some practical means could be found to promote research, to organize surveys, and to provide facilities for international cooperation. To provide this necessary coordination, the Commission recommended the establishment of an International Hylean Amazon Institute. It was considered desirable that studies in the natural sciences should be coupled with studies in the social sciences to contribute materially to the knowledge of human ecology, human welfare, and economic progress in the region. Consequently, the activities of the Institute should be directed toward problems of agriculture, forestry, fisheries, nutrition, education, utilization of natural products, and general economy. The practical implementation of projects recommended by the Institute should be the responsibility of the respective governments.

As regards organization the Commission recommended that the International Hylean Amazon Institute should be under the direction of a Council composed of (a) a representative from each of the following countries—Bolivia, Brazil, Colombia, Ecuador, France, Netherlands, Peru, United Kingdom, United States, and Venezuela; (b) a representative from each of the following international organizations—the United Nations, UNESCO, Food and Agriculture Organization, World Health Organization, International Labor Office, Pan American Union, and Pan American Sanitary Bureau; and (c) such technical advisers as may be necessary for the work of each representative.

This Council should meet at least once every year and have the power of nominating an executive committee and any other committees to carry out such of its duties as it might consider advisable. The nomination of members of the Council should be made to UNESCO by governments and international organizations. To assure continuity in its activities and to facilitate the studies of associate investigators who might come for varying periods of time, the International Hylean Amazon Institute should have a small permanent staff.

It was stipulated that the International Hylean Amazon Institute should function chiefly as a promoter of investigations in the natural sciences;

the social sciences, including anthropology and education; nutrition; and the medical sciences; and that such studies should be carried out so far as practicable in collaboration with existing scientific organizations and institutions, both national and international.

The Commission expressed itself as favoring a meeting of the Council of the International Hylean Amazon Institute in 1948 to appoint the Executive Committee and a survey staff which should consist of at least five experts to cover the requirements of physical geography (including soil science), biology, social sciences, agriculture, and nutrition and which should continue the planning and initial investigations for (a) the establishment of headquarters for the Institute; (b) the programs for short- and long-term studies; (c) the requirements for maintenance and operation of the Institute; as well as (d) a financial forecast for the five years 1949-54. A tentative estimate amounting to \$100,000 for this preliminary survey was approved.

The Commission recommended that the working centers of the International Hylean Amazon Institute should be distributed so far as practicable among the cooperating Amazonian countries and that assistance should be sought, as the occasion arises, to carry out and coordinate these plans. Among the centers given consideration are (a) the Museo Amazonense at Iquitos, Peru; (b) the Centro de Estudios Indigenistas at Porto Asis, Colombia; (c) the Pasteur Institute at Cayenne, French Guiana; (d) the forest reserve at Manaus, Brazil; (e) Cuiabá, Brazil; (f) the Federal Instituto Agronômico do Norte and the Museo Paraense Emilio Goeldi at Belém. Brazil has offered the collaboration of the Conselho de Geografia e Estatística do Brasil and the Serviço de Proteção aos Índios do Brasil.

In view of the complexities of the situation, no action was taken with reference to financial arrangements for the establishment of the International Hylean Amazon Institute. The Secretary General, Dr. Corner, was instructed to convey the findings of the Commission to the Second General Conference of UNESCO. The legal section of UNESCO has been requested to draft a form of agreement between UNESCO and the countries and international organizations cooperating in the establishment of the International Hylean Amazon Institute.



## Second Meeting of the Caribbean Regional Communications Committee of the International Civil Aviation Organization

MEXICO CITY, AUGUST 18-29, 1947

The second meeting<sup>1</sup> of the Caribbean Regional Communications Committee of the International Civil Aviation Organization (ICAO) was convened at Mexico City on August 18, 1947, to report on the progress of implementation of the recommendations of the Caribbean Regional Air Navigation Meeting (Washington, 1946) and to plan for further implementation.

The following ICAO member states, observers, and international organizations participated in the meeting: Argentina, Brazil, Canada, the Dominican Republic, Guatemala, Mexico, the Netherlands, the United Kingdom, the United States, Cuba, Panama, the International Air Transport Association, and the International Civil Aviation Organization.

The United States Delegation of aeronautical communications experts from government and industry was under the chairmanship of P. DeForrest McKeel of the Civil Aeronautics Administration and included Edwin L. White, Federal Communications Commission; Delos W. Rentzel, Aeronautical Radio, Inc.; H. S. Stokes and Harland E. Hall, Civil Aeronautics Administration; Lt. Cmdr. Benjamin F. Engel, U.S. Coast Guard; Virgil L. Clapp, U.S. Army Air Forces; and Arnold P. Eliot, Weather Bureau; with observers Maj. G. R. Charlton, U.S. Army Air Forces (Canal Zone); C. D. Ridgeway, Civil Aeronautics Administration; and E. T. Fridrich and Walter Weaver, Aeronautical Radio, Inc.

The agenda of the meeting was limited in scope to the immediate problem of providing for the Caribbean area an integrated communications system for use as and when required under uniform conditions and on an equitable and nondiscriminatory basis.

Agustín García López, Minister of Communications and Public Works of Mexico, was elected chairman of the meeting, and Group Capt. C. J. Campbell of Canada was elected vice chairman. The technical work of the meeting was handled in two subcommittees: (1) Facilities, with Lt. Col. Yurrita (Guatemala) as chairman and Edwin L. White (U.S.) as vice chairman; and (2) Procedures, with P. DeForrest McKeel (U.S.) as chairman and J. H. Olmedo (Mexico) as vice chairman.

A friendly spirit of cooperation prevailed throughout the meeting. It was evident that all delegations were intent upon arriving at an integrated communications system for the Caribbean region. It was recognized that the complete plan as recommended by the 1946 Caribbean Regional Air Navigation Meeting could not be realized at the present time, but a working system was the immediate goal. By January 1, 1948, the ultimate plan for the fixed communications system will be more nearly implemented in the western part of the Caribbean region than in the eastern part. This is largely due to more complete implementation by the United States Government and United States flag carriers through their associated companies of Aeronautical Radio. It will be necessary to continue the operation of a more or less heterogeneous group of fixed service facilities in the eastern Caribbean region to supply point-to-point communications until the ultimate plan can be realized.

<sup>1</sup>The first meeting of the Caribbean Regional Communications Committee was held in connection with the Caribbean Regional Air Navigation Meeting of the Provisional International Civil Aviation Organization, which met at Washington, Aug. 26-Sept. 12, 1946.

The basic air-ground communications system will be radiotelephone in accordance with the recommendations of the 1946 Caribbean Regional Air Navigation Meeting. The target date for implementation of this plan is January 1, 1948. For aircraft not equipped for radiotelephone communication a limited system of radiotelegraph facilities has been provided. In addition to the frequencies available for use in the Caribbean region by groups of frequencies on a route basis normally used by, but not limited to, scheduled air carriers, a six-megacycle frequency is to be provided for use by private, itinerant, and nonscheduled aircraft.

The world-wide communications-procedure codes and abbreviations developed by the Second Session of the ICAO Communications Division (Montreal, 1946) and the regional supplementary communications procedures developed at this meeting will be implemented in the Caribbean region on January 1, 1948, concurrently with similar implementation in the South American and South Atlantic regions.

Radio Station WEK at New Orleans was designated as the broadcasting station for aeronautical meteorological data for the Caribbean region, with area collection centers at Mexico City; Balboa, Canal Zone; and San Juan, Puerto Rico.

## Seventh International Congress of Administrative Sciences

BERN, SWITZERLAND, JULY 22-30, 1947

The Seventh International Congress of Administrative Sciences was held at Bern, Switzerland, July 22-30, 1947, at the call of the Swiss Government. The last Congress was held at Warsaw, July 9-16, 1936. The meetings scheduled for Berlin during 1939 were prevented by the war.

The seven congresses have been sponsored by the International Institute of Administrative Sciences, an intergovernmental organization established in 1906 to make studies, exchange information, and provide consultation services in the field of public administration. The work of the Institute was severely interrupted during the war in as much as its offices and files at Brussels were confiscated by the Nazis. The Institute is now undergoing reorganization aimed at equipping it to meet the needs of the postwar era. At present 18 or 19 governments are members.

Provision is made for accredited persons from countries which are not members of the Institute to participate both as individuals and through what are called national sections. No convention has been enacted which enables the United States to affiliate officially, but there has been for many years an active American section of the Institute. This section is headed at present by Leonard D. White, professor of public administration at the University of Chicago.

The secretary general of the Seventh Interna-

tional Congress of Administrative Sciences reported that 750 individuals were registered, representing the following 50 governments: Afghanistan, Argentina, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Finland, France, Greece, Hungary, India, Iran, Iraq, Ireland, Italy, Lebanon, Liechtenstein, Luxembourg, Monaco, Netherlands, Nicaragua, Norway, Panama, Peru, Poland, Portugal, Rumania, Siam, Spain, Sweden, Switzerland, Syria, Tunisia, Turkey, Union of South Africa, United Kingdom, United States, Vatican City, and Yugoslavia. The United Nations, International Labor Office, United Nations Educational, Scientific and Cultural Organization, l'Union Internationale des Villes, and le Comité International de l'Organisation Scientifique were also represented. With certain exceptions, such as former enemy countries and Spain, invitations were sent to all governments to participate in the Congress. European members of the Institute provided the largest and strongest delegations, e.g., Belgium, Czechoslovakia, France, Netherlands, Poland, the Scandinavian countries, and Switzerland.

The delegations generally comprised persons drawn from a wide variety of administrative positions in their respective governments, with a good

sprinkling of representatives of provincial and local governments, universities, and organizations of public officials. A number of countries, particularly those of Latin America, were represented by diplomatic officers in the area. The United States Delegation, appointed by the Secretary of State with the approval of the President, consisted of the following members:

Donald C. Stone, *Chairman*, Assistant Director, Bureau of the Budget, Executive Office of the President

James V. Bennett, Director, Federal Bureau of Prisons, Department of Justice

Mrs. Esther Bromley, Commissioner, New York City Civil Service Commission

Rowland Egger, Bureau of Public Administration, University of Virginia

Herbert Emmerich, Executive Director, Public Administration Clearing House

Charles Hulten,<sup>1</sup> Deputy Assistant Secretary of State for Administration

Edward A. Litchfield, Chief, Civil Affairs Division, Office of Military Government for Germany

Lt. Col. John D. Millett, Columbia University (temporarily on military assignment in Germany)

Simon Millner, Consultant, Office of International Trade, Department of Commerce

James B. Mitchell, Director, Civil Service Assembly of the United States and Canada

In addition 21 officials of the United States stationed in Germany attended the Congress.

Prior to the opening of the Congress itself, the officials of the Congress were elected at a meeting of the International Institute of Administrative Sciences. M. Deveze, Minister of State of Belgium and president of the Institute, served *ex officio* as president of the Congress, and the secretary general of the Institute, Edmond Lescir, served in that capacity. Donald C. Stone, chairman of the United States Delegation, was elected a vice president. Other vice presidents were drawn from Czechoslovakia, France, the Netherlands, Poland, et cetera.

The opening preliminary session, held in Parliament House, provided an opportunity for the review of developments since the last Congress, for the welcoming by the Swiss Government and responses, for an outline of program and hoped-for accomplishments of the Congress, and for expressions of interest by representatives of national delegations and of other international organizations. At this meeting Mr. Emmerich, who had been designated by UNESCO as its representative at the Congress, described the common interests of

UNESCO and the Institute and the hope of UNESCO for close working relationships. Mr. Stone, speaking on behalf of the delegations generally, expressed appreciation to the Swiss Government for convening the Congress and pointed out how it could contribute to governments in dealing with certain urgent problems, namely: (a) administration of postwar reconstruction programs; (b) the need for equipping governments, national and local, with the administrative skill necessary to translate public policy into effective action; (c) the organization of governments to deal effectively through the U.N. and other international bodies and to carry out international agreements; and (d) the necessity of greater administrative talent in the U.N. and the specialized agencies. Other speakers were Mr. Etter, President of the Swiss Confederation; Mr. Wey, President of the Swiss National Council; Mr. Jaroszynski of Poland; and Oscar Leimgruber, Chancellor of the Swiss Confederation and president of the Organizing Committee of the Congress.

On successive days the Congress discussed the four general subjects described below. Representatives of various countries had been asked to prepare papers on each of these subjects based upon experience within their countries. These were circulated among delegates to the Congress. At each meeting a general rapporteur presented a summary of the reports as a preliminary to general discussion of the subjects.

(a) *The postwar tasks incumbent on the state and their administration in the light of the experiences of World War II.* The chairman of this session was René Cassin, Vice President of the Conseil d'État of France. The summary report, based on contributions from the different countries, was presented by Oscar Leimgruber, Chancellor of the Swiss Confederation. The American contribution on this subject was made by Herbert Emmerich, Executive Director of the Public Administration Clearing House.

(b) *The head of the government and the organization of his department.* The chairman of this session was Henri Puget of the Conseil d'État of France. The general rapporteur was Prof. L. Moureau of the University of Liège, Belgium. The American contribution on this subject

<sup>1</sup> Mr. Hulten was unable to attend.



was by Fritz Morstein Marx, Bureau of the Budget, Executive Office of the President.

(c) *The participation of employees in the management of the central, regional, and local administration.* The chairman of this session was Mr. Stone of the United States Delegation. The reporter was Albert Day, chairman of the staff of the National Whitley Council, Great Britain. The American contribution on this subject was by James B. Mitchell, Director of the Civil Service Assembly of the United States and Canada.

(d) *The position of the regional and local authorities in their relations to the central authorities.* The chairman of this session was G. A. van Poelje, Counselor of State, the Netherlands. The rapporteur was Henri Puget, Conseil d'État of France. The American contribution on this subject was by Rowland Egger of the University of Virginia.

At the closing session of the Congress, attention was focused primarily on the future activities of the International Institute of Administrative Sciences and the steps to be taken as a result of the deliberations of the Congress to further interchange of information and experience in the field of governmental administration—national, state, local, and international. In addition to remarks by representatives of the Swiss Government, addresses were made by:

Henri Puget, Conseil d'État of France

Gherbal abd el Latif, Undersecretary of State and Minister of Justice of Egypt

Mr. Dendies of the University of Athens

Emil Vinck, Secretary General of l'Union Internationale des Villes

Mr. Limpert, representing le Comité International de l'Organisation Scientifique

M. Deveze, retiring President of the Institute

Oscar Leimgruber, newly elected President

In the concluding talk Mr. Stone of the United States Delegation pointed out that not only must governments be made more competent technically but that the participants in the Institute and the Congress should help establish higher levels of integrity, tolerance, and moral purpose in government and increase the spirit as well as the processes of democracy.

There was great interest in administrative developments in the United States, and it was apparent that measures taken to improve the structure of the Federal Government and its internal

management were being followed closely in many other places.

The committee work of the Congress was restricted almost entirely to the deliberations of the Resolutions Committee. Herbert Emmerich of the United States Delegation served as a member of the Committee and participated actively in discussion and in the drafting of the resolutions. The United States Delegation was opposed to the adoption of resolutions dealing with substantive issues under discussion, believing that the main value of the Congress was the exchange of ideas on these subjects. However, most of the delegates wished to have some official expression resulting from the Congress. The resolutions which were presented and accepted were never formally voted upon.

Perhaps the most significant accomplishment at the Congress was the completion of arrangements for the conduct by the International Institute jointly with l'Union Internationale des Villes and the International Federation of Housing and Town Planning of a project designed to lay out a plan for the interchange of governmental officials of different countries in order to provide them periods for observation of new administrative practices and for exchange of experience and views with other officials. Rowland Egger, a member of the United States Delegation, had been retained by UNESCO prior to the Congress to develop a contract under which the "Common Services" of the three organizations listed above (whose headquarters are at Brussels) would make the preliminary surveys. Through the good offices of the United States Delegation, agreement was reached regarding the plan to be carried out. Arrangements were made for Louis Camu, who served as chairman of the Royal Commission on Reorganization of the Belgian Government after the war, to undertake the project. Supplementary negotiations resulted in the Belgian Budget Ministry's making André Molitor available to assist M. Camu. The proposed contract, readjusted in the light of suggestions made at Bern, has now been signed by all parties.

Another accomplishment incidental to the Congress was the adoption by the International Institute of Administrative Sciences of revised statutes. The principal amendments agreed to included: (a) extension of the objects of the Institute to include

international administration and of the membership to include officials of international organizations; (b) increase in the *membres titulaires* for a single country to 35; (c) assignment of 10 votes to national sections at meetings of the General Assembly and the designation of two delegates to cast the votes; (d) the reconstitution of the Bureau of the Institute to consist of the president, not over 10 vice presidents, the secretary general, and the treasurer; (e) the holding of congresses every two years instead of three and the restriction to one term of the eligibility of the president for reelection; (f) the assessment of income at the rate of 140 Belgian francs per 100,000 inhabitants at value of the Belgian franc (approximately \$0.04) on July 13, 1936 (assessments may be raised by the Bureau to 160 francs per 100,000 inhabitants; dues of collective members are 1,000 Belgian francs, of *membres titulaires* 100 Belgian francs, and of associated members 150 Belgian francs); and (g) modification of the statutes, subject to approval by the next General Assembly, in order to meet con-

ditions imposed by nations in connection with ratification of an international convention.

Oscar Leimgruber was elected president of the Institute for the 1947-49 term. The following vice presidents, who, with President Leimgruber and Secretary General Lescir, will constitute the Bureau, were elected:

ARGENTINA: Rafael Bielsa, lawyer, Rosario de Santa Fé

BELGIUM: Georges Dor, University of Liège

DENMARK: Frants Hvass, Secretary General of the Ministry of Foreign Affairs, Copenhagen

FRANCE: René Cassin, Vice President of the Conseil d'État, Paris (alternate, Henri Puget)

NETHERLANDS: Gerrit A. van Poelje, Counselor of State, The Hague

POLAND: Mauryey Jaroszynski, University of Warsaw

PORTUGAL: Marcelo Castano, University of Lisbon

UNITED STATES: Herbert Emmerich, Director of Public Administration Clearing House, Chicago

There were two places left unfilled at the disposition of the Bureau.

No place having been agreed upon for the next Congress, the matter was left to the Bureau of the Institute.

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<sup>1</sup> Printed materials may be secured in the United States from the International Documents Service, Columbia University Press, 2960 Broadway, New York City. Other materials (mimeographed or processed documents) may be consulted at certain designated libraries in the United States.

## THE UNITED NATIONS AND SPECIALIZED AGENCIES

### Freedom of Association

#### ADOPTION OF RESOLUTION

One of the items which has been brought to the attention of the General Assembly of the United Nations is the resolution adopted by the Thirtieth Session of the International Labor Conference on July 11, 1947, at Geneva, concerning freedom of association and protection of the right to organize and to bargain collectively. Transmittal of this resolution to the General Assembly resulted from the decision of the Economic and Social Council on August 8, 1947.

The statement of principles contained in this resolution takes on particular significance because of the affirmative support of the entire United States Delegation at the International Labor Conference, which included James David Zellerbach of the Crown-Zellerbach Corporation of San

Francisco as employers' representative and the late Robert J. Watt of the American Federation of Labor as workers' representative, in addition to David A. Morse, then Assistant Secretary of Labor, and Elbert D. Thomas, Senator from Utah, who served as Government representatives. The resolution was drafted only after intense debate by members of the Government, employers', and workers' groups in the very representative committee of which Mr. Morse, who is now Under Secretary of Labor, had been unanimously elected as chairman.

However controversial the discussion had been, the committee's resolution obtained the unanimous approval of the Conference, which was attended by delegations from 48 of the 53 member states of the International Labor Organization.

#### RESOLUTION CONCERNING FREEDOM OF ASSOCIATION AND PROTECTION OF THE RIGHT TO ORGANISE AND TO BARGAIN COLLECTIVELY

WHEREAS the Preamble to the Constitution of the International Labour Organisation expressly declares "recognition of the principle of freedom of association" to be a means of improving conditions of labour and of establishing peace; and

WHEREAS the Declaration of Philadelphia reaffirms that "freedom of expression and of association are essential to sustained progress" and recognises the solemn obligation of the International Labour Organization to further among the nations of the world programmes which will achieve, among other things: "the effective recognition of the right of collective bargaining, the co-operation of management and labour in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures"; and

WHEREAS it also affirms that the principles set forth in this Declaration are fully applicable to all peoples everywhere and that, while the manner of their application must be determined with due regard to the stage of social and economic development reached by each people, their progressive application to peoples who are still dependent, as well as to those who have already achieved self-government, is a matter of concern to the whole civilised world; and

WHEREAS standards of living, normal functioning of national economy and social and economic stability depend to a considerable degree on a properly organised system of industrial relations founded on the recognition of freedom of association; and

WHEREAS, moreover, in many countries, employers' and workers' organisations have been associ-



ated with the preparation and application of economic and social measures; and

WHEREAS the International Labour Conference, the Regional Conferences of the American States Members of the International Labour Organisation and the various Industrial Committees have, in numerous Resolutions, called the attention of the States Members of the International Labour Organisation to the need for establishing an appropriate system of industrial relations founded on the guarantee of the principle of freedom of association.

The General Conference of the International Labour Organisation:

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Thirtieth Session on 19 June, 1947 adopts this 11th day of July of the year one thousand nine hundred and forty-seven, the following Resolution:

#### **I. Freedom of Association**

1. Employers and workers, without distinction whatsoever, should have the inviolable right to establish or join organisations of their own choosing without previous authorisation.

2. Employers' and workers' organisations should have the right to draw up their constitutions and rules, to organise their administration and activities and to formulate their programmes; there should be no interference on the part of the public authorities which would restrict this right or impede the organisations in the lawful exercise of this right.

3. Employers' and workers' organisations should not be liable to be dissolved or have their activities suspended by administrative authority.

4. Employers' and workers' organisations should have the right to establish federations and confederations as well as the right of affiliation with international organisations of employers and workers.

5. The guarantees defined in paragraphs 1, 2 and 3 herein with regard to the establishment, functioning, dissolution and suspension of employers' and workers' organisations should apply to federations and confederations of such organisations.

6. The acquisition of legal personality by employers' and workers' organisations should not

be made subject to conditions of such a character as to restrict freedom of association as hereinbefore defined.

7. The acquisition and exercise of the rights as outlined in this part should not exempt the employers' and workers' organisations from their full share of responsibilities and obligations.

#### **II. Protection of the right to organise and to bargain collectively**

8. There should be agreement between organised employers and workers mutually to respect the exercise of the right of association.

9. (1) Where full and effective protection is not already afforded appropriate measures should be taken to enable guarantees to be provided for:

(a) the exercise of the right of freedom of association without fear of intimidation, coercion or restraint from any source with the object of:

(i) making the employment of the worker conditional on his not joining a trade union or on his withdrawing from a trade union of which he is a member;

(ii) prejudicing a worker because he is a member or agent or official of a trade union;

(iii) dismissing a worker because he is a member or agent or official of a trade union.

(b) the exercise of the right of association by workers' organisations in such a way as to prevent any acts on the part of the employer or employers' organisations or their agents with the object of:

(i) furthering the establishment of trade unions under the domination of employers;

(ii) interfering with the formation or administration of a trade union or contributing financial or other support to it;

(iii) refusing to give practical effect to the principles of trade union recognition and collective bargaining.

(2) It should be understood, however, that a provision in a freely concluded collective agreement making membership of a certain trade union a condition precedent to employment or a condition of continued employment does not fall within the terms of this Resolution.

10. Appropriate agencies should be established, if necessary, for the purpose of ensuring the protection of the right of association as defined in paragraph 9 herein.

## U.S. Delegation to Second Session of UNESCO

[Released to the press October 28]

The Department of State announced on October 28 that the President had approved final composition of the United States Delegation to the Second Session of the General Conference of the United Nations Educational, Scientific and Cultural Organization at Mexico City from November 6 to December 3. The Delegation follows:

### *United States Representatives*

William Benton, former Assistant Secretary of State,  
*Chairman*

Milton Eisenhower, Chairman, U.S. National Commission for UNESCO and Member of the Executive Board for UNESCO; President, Kansas State College of Agriculture and Applied Science, Manhattan, Kans., *Vice Chairman*

Laurence Duggan, Director, Institute of International Education, New York City

Reuben Gustavson, Chancellor, University of Nebraska, Lincoln, Nebr.

Helen White, Professor of English, University of Wisconsin, Madison, Wis.

### *Alternates*

Detlev Bronk, Chairman, National Research Council, Washington

Charles S. Johnson, President, Fisk University, Nashville, Tenn.

George Stoddard, President, University of Illinois, Urbana, Ill.

Howard E. Wilson, Carnegie Endowment for International Peace, New York City

Louise Wright, Director, Chicago Council on Foreign Relations, Chicago

### *Advisers*

Saxton Bradford, Deputy Director, UNESCO Relations Staff, Department of State

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Arthur H. Compton, Chancellor, Washington University, St. Louis

Samuel De Palma, Division of International Organization Affairs, Department of State

René d'Harnoncourt, Museum of Modern Art, New York City

Luther H. Evans, Librarian of Congress

Dorothy Fosdick, Office of European Affairs, Department of State

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Raymond H. Geist, Counselor of Embassy, American Embassy, Mexico City

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Charles M. Hulten, Deputy Assistant Secretary of State for Administration

Walter Kotschnig, Chief, Division of International Organization Affairs, Department of State

Joseph Landis, President, American Federation of Teachers, Cleveland Heights, Ohio

Richard McKeon, Professor of Philosophy, University of Chicago; and U.S. Adviser on UNESCO Affairs, Paris

James Marshall, Member, Board of Education, New York City

Kendrick Marshall, Director, Division of International Educational Relations, U.S. Office of Education

Albert H. Rosenthal, Assistant Director, UNESCO Relations Staff, Department of State

Harold E. Snyder, Director, Commission for International Educational Reconstruction, Washington

S. Walter Washington, First Secretary, American Embassy, Mexico City

### *Secretary General and Adviser*

Charles A. Thomson, Director, UNESCO Relations Staff; and Executive Secretary, U.S. National Commission for UNESCO, Department of State

### *Special Assistant to the Secretary General for Liaison*

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### *Press Relations Officer*

Dorsey Gassaway Fisher, First Secretary, American Embassy, Mexico City

### *Public Liaison Officer*

Donald Wilson, Division of Public Liaison, Department of State

### *Special Assistants to the Chairman*

Forrest K. Geerken, Second Secretary, American Embassy, Mexico City

Kenneth Davis, Kansas State College of Agriculture and Applied Science, Manhattan, Kans.

Alice T. Curran, Office of the Assistant Secretary for Public Affairs, Department of State

#### *Executive Secretary*

Millard L. Kenestruck, Chief, Administrative Services Section, Division of International Conferences, Department of State

#### *Technical Secretary*

Herbert J. Abraham, Assistant Director, UNESCO Relations Staff, Department of State

#### *Assistant Technical Secretaries*

Henry E. Billingsley, Division of International Conferences, Department of State

Arthur A. Compton, Acting U.S. Adviser on UNESCO Affairs, American Embassy, Paris

#### *Administrative and Fiscal Officer*

Allen F. Manning, Division of International Conferences, Department of State

#### *Administrative Liaison*

William P. Hughes, Executive Officer, American Embassy, Mexico City

#### *Documents Officer*

Donald A. Bullard, UNESCO Relations Staff, Department of State

Delegations from 32 member nations will attend the Conference, which also marks UNESCO's first anniversary as a specialized agency of the United Nations.

The General Conference will consider UNESCO's proposed program for 1948, which has been given a new focus through a regrouping of its major aims into five broad categories. These include: (1) raising the standards of education, science, and culture; (2) the free flow of ideas; (3) education for international understanding; (4) man and the modern world, which is devoted principally to the study of tensions affecting international understanding; and (5) acting through governments and peoples, a section which will be devoted principally to budgetary and staff considerations.

Eight members of the United States Delegation are members of the United States National Commission for UNESCO, which at its recent conference in Chicago recommended to the Department of State that highest priority in 1948 be given to rebuilding the war-devastated schools, colleges, libraries, laboratories, and museums of the world. Emphasis on the free flow of ideas will include

#### THE UNITED NATIONS AND SPECIALIZED AGENCIES

special attention to the interchange of students and teachers, a survey of the press, films, telecommunications, postal services, and plans for a world-wide radio network.

Other areas of discussion will feature the analysis of textbooks (including a study of those inimical to peace) and recommendations for four teachers' seminars in different sections of the world to be modeled on the teachers' seminar held as a pilot project in Paris last summer.

### U. S. Delegation to Asian Conference of ILO

[Released to the press October 27]

The President has approved the composition of a United States Observer Delegation to the Preparatory Asian Regional Conference of the International Labor Organization (ILO), as recommended by the Secretary of State in consultation with the Secretary of Labor, it was announced on October 27. This meeting is scheduled to open at New Delhi, India, on October 27, 1947, and will last until November 8. Representing the United States as observers will be Henry F. Grady, United States Ambassador to India, and William S. Tyson, Solicitor, Department of Labor, with Robert M. Carr, First Secretary, American Embassy, New Delhi, as an adviser.

This meeting will consider: (a) problems of social security; (b) labor policy in general, including enforcement; (c) the general economic background of social policy, including industrialization problems; and (d) a program of action for progressive enforcement of social standards embodied in ILO conventions and recommendations, but not yet applied in the individual countries of Asia.

The 99th Session of the Governing Body of the ILO (September 1946 at Montreal) approved the sending of a preliminary mission to visit India and other Asiatic countries for verification and amplification of material to be used as the basis of the work of the Preparatory Conference. This mission began its work at New Delhi on January 30, 1947, and its resultant reports will be considered by the Conference.



## THE RECORD OF THE WEEK

### General Agreement on Tariffs and Trade Completed at Geneva

#### STATEMENT BY THE PRESIDENT

[Released to the press by the White House October 29]

The announcement today of the completion, among 23 nations at Geneva, of a general agreement on tariffs and trade is a landmark in the history of international economic relations. Never before have so many nations combined in such a sustained effort to lower barriers to trade. Never before have nations agreed upon action, on tariffs and preferences, so extensive in its coverage and so far-reaching in its effects. In a world economic

situation characterized until now by progressive deterioration, this agreement is heartening indeed. Viewed against the background of other plans for economic reconstruction, it confirms the general acceptance of an expanding multilateral trading system as the goal of national policies. By demonstrating the willingness of nations to attack their common difficulties in a spirit of cooperation, it gives ground for confidence that we shall succeed in solving the problems that are still ahead.

#### REVIEW OF NEGOTIATIONS

[Released to the press October 29]

The Department of State announced on October 29 that the delegations to the International Trade Conference at Geneva have completed their negotiations and will sign the final act of the conference on October 30. This act authenticates the text of a general agreement on tariffs and trade among 23 countries, belonging to 16 customs areas, which carried on three quarters of the world's trade before the war. The agreement covers more than 45,000 items and accounts for two thirds of the trade among the countries in the group. It thus represents the most comprehensive action ever undertaken for the reduction of barriers to trade.

The countries participating in the negotiations leading to the agreement are Australia, the Belgium-Netherlands-Luxembourg Customs Union (Benelux), Brazil, Canada, Chile, China, Cuba, Czechoslovakia, France, India and Pakistan, the Customs Union of Lebanon and Syria, New Zealand, Norway, the Union of South Africa, the United Kingdom together with Burma, Ceylon, and Southern Rhodesia, and the United States.

The agreement brings to a successful conclusion six months of continuous sessions at Geneva preceded by more than a year of intensive preparation both here and abroad. It incorporates the results of negotiations that were carried on simultaneously between 106 pairs of countries. The United States was a party to 15 of these negotiations. Under the terms of the agreement the

concessions granted, not only in these cases but in the other 91 negotiations as well, will be extended, as a matter of right, to the United States.

The negotiations leading to the agreement were conducted on a selective, product-by-product basis. Action on individual products included substantial reductions in duties on some products, the binding of low rates of duty on others, and the binding of free entry on still others. Preferences affecting a large part of our trade with countries in the British Commonwealth have been substantially reduced, and preferences on a long list of products which we export to the various countries of the Commonwealth have been eliminated. Under the terms of the agreement, no new preferences can be created, and no existing preferences can be increased.

The concessions on tariffs and preferences contained in the agreement are safeguarded by general provisions that are designed to prevent participating countries from nullifying such concessions by resorting to other forms of restriction or discrimination. These provisions cover restrictive methods of customs administration, discriminatory internal taxes and regulations, import quota systems and exchange controls, and the operations of state-trading enterprises. They require the general application of the principle of most-favored-nation treatment in international trade.

Concessions made by the United States in these negotiations are within the limits prescribed by

Congress in the Reciprocal Trade Agreements Act, and all of the concessions contained in the agreement are subject to a provision required by American procedure under that act. If through unforeseen developments a particular tariff reduction should increase imports so sharply as to cause or threaten serious injury to domestic producers, the country granting the reduction may suspend its operation in whole or in part. Other countries may then withdraw equivalent concessions so that the balance of the agreement may be restored.

The details of the agreement will not be made public until it has been formally transmitted to the governments of the countries concerned, translated into languages other than the official versions in English and French, and checked for accuracy. They will then be released simultaneously by the United Nations and in the 23 capitals.

The tentative schedule for action on the agreement is as follows: A protocol of provisional application has been opened for signature by participating countries. If this protocol has been signed by the key countries in the group (Australia, Benelux, Canada, France, the United Kingdom, and the United States) by November 15, the agreement will be published on November 18, and the tariff concessions which it contains will be put into effect by these countries on January 1, 1948, together

with all of its general provisions that can be made operative under existing laws. The agreement will finally become effective for each of the participating countries when it files a formal instrument of acceptance with the United Nations by June 30, 1948.

On August 22 the delegates at Geneva, sitting as a United Nations Preparatory Committee, completed a draft charter for an International Trade Organization for submission to a United Nations Conference on Trade and Employment which will convene at Habana, Cuba, on November 21. A central provision of this charter requires members of the Iro to negotiate for the reduction of barriers to trade. The successful completion of the general agreement on tariffs and trade removes all doubt concerning the workability of that provision. As regards their trade with each other, which constitutes the great bulk of the world's trade, the members of the Preparatory Committee have already fulfilled their obligation. The Habana conference will therefore open with progress in tariff reduction an accomplished fact. The other countries of the world, on joining the Iro, will then assume an obligation to take similar action with respect to their own tariffs. The conclusion of the Geneva negotiations is thus a major step on the road toward a still more comprehensive agreement for the reduction of barriers to trade.

## Government Policy and International Trade

BY ASSISTANT SECRETARY THORP<sup>1</sup>

[Released to the press October 27]

For any country and at any given period of time foreign policy tends to be a reflection of domestic policy—an effort to extend the domestic scene to the foreign field. Thus American economic foreign policy is greatly affected by the character of our own economy. We start quite naturally with the proposition that the same system of trading which has created our great productive machine, built up the United States market, and given us such a high standard of living should be our objective in our economic foreign policy.

Our economy is still essentially one of private property and individual initiative. At times we hear individual businessmen grumble that the Government is running their enterprises, but the basic fact is that, by and large, the businessman, farmer,

trader, and consumer still have their freedom of operation. We have pursued monopolies and restraints of trade for over 50 years, though I must admit that the speed of pursuit has been somewhat erratic. We have added to the rules of the game from time to time and occasionally change the rules without very much notice. We set up elaborate and necessary controls during the war, and we moved to clear them away as quickly as possible as soon as the war was over. The basic fact remains that the Government is not operating our economy and that we still regard direct Govern-

<sup>1</sup> Address delivered before the League of Women Voters, New York, N. Y., on Oct. 27, 1947, and released to the press on the same date. Willard L. Thorp is Assistant Secretary of State for economic affairs.



ment interference as the exception rather than the rule.

This attitude is reflected in our foreign policy. Traditionally, it is the American belief and experience that foreign trade and commerce are also carried on most efficiently and reach their highest levels when conducted by private businessmen. It is not surprising that we believe that the most efficient pattern of international trade is one in which the major decisions are made not by governments but by private buyers and sellers, under conditions of active competition and with proper safeguards against the establishment of monopolies and cartels. Under such a system, just as in the domestic economy, buyers make their purchases and sellers make their sales at whatever time and place and in whatever quantities they choose, relying for guidance on whatever prices the market may afford. Therefore, the American tradition is for particular transactions in international trade to be carried on through private channels.

I must note at once that there are many permanent exceptions to this rule, and other more temporary exceptions made necessary by some special situation. As a permanent exception I might note traffic in narcotics and in munitions. As a temporary case I might cite the fact that the war emergency compelled many countries, including the United States, to resort to close control of international commerce because of the comparatively limited supply of basic commodities. Right now in the United States, more than two years after the war, about 600 commodities are still under export control, including such critical items as food, feeds, fertilizer, coal, petroleum, and steel. While these trade controls ordinarily are contrary to the principles of our commercial policy, they are necessary in order to insure an equitable distribution of those items in short world supply; to prevent an undue impact on our domestic economy; and to direct exports to areas of greatest need. The support which these export controls give to our foreign policy at this critical time cannot be overestimated.

There is one reason why foreign economic policy is even less simple a matter than domestic economic policy—that one end of each transaction, either the buyer or seller, is by definition in some other country. It is within our power to define the economic pattern so far as the Amer-

ican participant is concerned, but we cannot legislate the full scheme of things for the foreign buyer or seller. The result is that it is a responsibility of the United States Government to work out some general basis of understanding with the other country which will define the character of the economic environment in which business is done and the extent to which the respective governments shall exercise controls or erect barriers to trade. Traditionally such problems have been dealt with bilaterally, by pairs of countries. Our own arrangements come chiefly under the heading of reciprocal trade agreements and commercial treaties. The Trade Agreements Act has been the economic cornerstone of the United States foreign policy for more than 12 years. Within certain limits set by Congress, these agreements define tariff and other conditions of trade between the two countries. Since the act was passed at a time when the United States tariff and barriers in other countries were both extremely high, the agreements have generally involved mutual reduction of barriers after careful negotiation. Furthermore, they establish certain rules and principles, deviations from which may be made only after consultation between the countries. These agreements have helped to expand United States foreign trade, to increase employment, and to cement friendly relations with other countries throughout the world.

The trade-agreements program is simply a means by which we and foreign countries agree to the reciprocal relaxation of governmental restrictions on both sides, thus promoting trade in both directions to the benefit of producers and consumers in both countries. This expanded two-way trade results in a net gain in production, consumption, and employment in both countries, which stimulates economic activity throughout their economies.

The trade-agreements program is a hard-headed, practical program because it recognizes the unyielding fact that trade, in order to move at all, must move in both directions. In the long run we cannot export unless we import. Other countries cannot buy our goods and services unless we buy their goods and services. Both of us must buy and sell in order to keep our factories going, our farms operating, our workers employed, and our consumers supplied.



While the trade agreement is concerned primarily with barriers to the flow of goods in international commerce, the commercial treaty—or treaty of friendship, commerce, and navigation—deals largely with persons and with other instrumentalities of international economic operation, by means of which the flow of goods and services is carried on. It determines the basic rights of American citizens and corporations, American goods, and American ships in some foreign country.

Conditions existing throughout a large part of the world at the present time make the modernization and the extension of our commercial treaty structure a matter of considerable urgency. Large portions of the world have been in a state of anarchy and chaos for a decade. Nowhere has the resulting dislocation been more serious than in those institutions, channels, and practices affecting international economic affairs. Both the letter and spirit of international law have been flouted, and treaties have been broken deliberately and boldly. In some areas the inhabitants have the belief that their past misery has been primarily caused by foreigners and therefore are disposed to show little sympathy with or respect for foreign property or foreign personnel. The problem is complicated by the fact that new types and forms of economic patterns are emerging in various countries, so the problem of the proper place and treatment of foreign capital and foreign persons takes on a new difficulty unless clearly recognized rules are established.

Considerations of public interest require that the American Government contribute in every way possible to the restoration of respect for law and orderly processes in domestic as well as international transactions of every country. One approach is the systematic recording in treaty form of those mutually acceptable general principles that can be counted on to promote stability in economic affairs.

At the present time the Department of State has a program vigorously under way for modernizing and extending the coverage of our commercial treaties. There are now in effect some 25 relatively comprehensive commercial treaties, about a score of others the subject matter of which is somewhat limited, and an approximately equal number of Executive agreements, exclusive of the agree-

ments with 28 countries concluded under the provisions of the Trade Agreements Act of 1934, relating to more specific problems on the same general subject matter. Nevertheless, we are without such contractual bases for our economic and commercial relations with a considerable number of the more important trading countries.

At this moment the Department has in the planning, drafting, or discussion stage about 20 projects for new comprehensive commercial treaties. In the case of China, negotiations have been completed and the proposed treaty is now before the Senate for ratification.

While it is true that the greatest number of international problems are still bilateral in character, as indicated by the constant flow of diplomatic notes, *aide-memoires*, memoranda, and ambassadorial conversations which pass between governments, there is a strong tendency to deal with our present-day problems on a multi-national basis so far as possible. For almost the first hundred years of its existence, the United States entered into no multilateral treaties, agreements, or conventions whatsoever. However, it is not surprising that this approach should have come so strongly to the fore at this particular time. The world has been growing smaller at an extremely rapid rate, while the necessary arrangements for economic activity have become increasingly complex. Different bilateral arrangements on the same subject by any one country with several others make for great administrative confusion at home. But the basic reason is not administrative. Many of these economic situations are interlocking. Trade may be triangular or quadrilateral. Certainly financial currents flow back and forward.

Added to the inherent complexities of trade negotiations is the fact that World War II left the world economic and trade situation in a chaotic condition. Many of the nations most important in United States foreign trade suffered devastation of their industry and agriculture or wholesale conversion to war purposes. Their capital structures were wrecked, their manpower reduced, and their assets destroyed. Their people are cold, hungry, and disillusioned. These many difficulties, particularly those in the economic field, have led countries to take whatever kinds of extraordinary measures the traffic will bear. These vary from the operation of internal relief programs to

the taking over of sections of industry for direct governmental control through the process of nationalization. Unusual fiscal measures are seized upon in an effort to prevent runaway inflation, and in the field of foreign economic relationships most countries are now exercising controls through quota systems over the type of goods to be moved and, through foreign exchange, control over the process of international payments.

It is inevitable that many of these controls should be essentially restrictive. They arise because of the necessity for allocation to the most essential use of some short facility or material. When a number of countries all adopt restrictive measures, trade among them is established at a minimum. In fact, it must then be carried on by the awkward procedure of bilateral barter agreements under which arrangements are made for the exchange of specific quantities of specific goods. Obviously, such a way of carrying on trade is certain to fail to uncover most of the opportunities for working out transactions in the interest of all concerned, and it makes all trade dependent upon arrangements made by governments rather than businessmen. Such trade controls involve arbitrary government decisions, quotas on imports, license applications, and endless supervision and bureaucracy.

This is a general situation calling for general treatment. No single country can deal with it by itself. Even those countries which have tried to avoid raising new trade barriers have found uncontrolled trade leading to the exhaustion of their supplies of convertible currencies and hard monetary reserves and the substitution of nonconvertible currencies which could not be spent.

Also, each country is limited by its uncertainty as to the policies of other countries. No country in Europe, for example, can plan very far ahead because of the uncertainty as to what its neighbors will do. Many problems can be dealt with on a multi-national basis where single countries or countries working bilaterally are quite helpless because of their dependence upon other areas.

Even before the war the trade situation had deteriorated badly. The rising trade barriers of the twenties had been reinforced by the steps taken to protect the various currencies after the breakdown of the gold standard in 1931. The postwar

economic program of the United States included a multi-national attack on those problems. I shall not discuss the important part which the International Monetary Fund is intended to play in reducing the monetary difficulties in international trade. The multi-national trade program had its inception in November 1945, when the United States published its *Proposals for Expansion of World Trade and Employment*,<sup>2</sup> which suggested the establishment of an International Trade Organization and the adoption of a charter or code of principles under which international commerce could expand, multilaterally and on a nondiscriminatory basis, with the fewest possible restrictions and with resulting increases in employment and production and higher living standards throughout the world.

The Geneva meeting, which opened April 10 and is now near its end, is the result of that initiative on the part of the United States Government in late 1945. It represents an achievement of the first magnitude in international economic affairs. Representatives of 19 countries have negotiated scores of agreements to reduce tariffs and have written a next-to-final draft of the charter which will govern a large part of the economic relations of member nations. The Habana meeting—the United Nations Conference on Trade and Employment—scheduled to meet November 21 to draft the final version of the ITO charter, will be the culmination of two years of hard work devoted to achieving an economic foundation for world peace and security.

The charter provides both the principles and the procedures for the reduction or elimination of barriers to trade. One can feel greatly encouraged by the fact that it is not merely a prospectus of wishful thinking for the future. At Geneva definite action implementing the principles has been a basic part of the negotiations. In the years between the two wars, there were a number of international conferences where agreement was reached on principles in this field, but unfortunately national action often seemed to disregard and even contradict these principles.

It would not be proper for me to describe at this time the details of the many new trade agreements which were negotiated at Geneva in accordance with the charter's principles. There were periods during the conference when the reports

<sup>2</sup> Department of State publication 2411.



from our negotiators were most discouraging. But now that the negotiations are completed, I can say that the results are far beyond our hopes. They are a definite and clear demonstration that the charter is not merely words on paper expressing pious hopes—that the nations represented at Geneva were willing to put its principles into effect.

It is not enough, however, to establish the International Monetary Fund and the International Trade Organization, and then sit back and say that the necessary multi-national machinery has been set up for the expansion of trade and employment. The extraordinary character of trade restrictions today is due primarily to the critical economic situation in so many countries. And that stems in turn from the fundamental condition of economic scarcity in the world. Nations cannot afford to allow their products to be exported freely, and they must husband the purchasing power obtained therefrom for the most needed imports. With most of the currencies of the world unconvertible, there is no way of settling trade balances except directly, which means barter trade with money used only as a unit of account and not as a medium of exchange.

At the suggestion of the United States, something new has been added as an attack on the problem of economic recovery—the Committee of European Economic Co-operation. The Paris report, prepared by this Committee, is a blueprint for European recovery in four years, based upon the joint production, financial, and trade efforts of 16 countries, supplemented by assistance from the United States. The European recovery program and the trade charter are not alternatives for each other; they are complementary. The principles of trade expansion expressed in the charter can operate most effectively in a world where currencies are stable and trade is reasonably within balance. A successful recovery plan for Europe will bring about these conditions. Without such recovery, restrictions and controls will have to be continued for many years in the future and will be increasingly difficult to dislodge. On the other hand, the Paris report itself recognizes that European recovery can be achieved and maintained only if the existing net of trade restrictions is removed and trade is permitted to expand. In other words, each program requires the other, and

failure to complete either program will delay and even threaten the ultimate success of the other.

These matters about which I have been talking are not merely interesting material for a speech—they are very serious matters in the world of action. The way in which each is handled starts various forms of chain reaction through our economy and presumably that of at least one other country. Our action or failure to act may determine whether ladies in New York can buy silk dresses or not; it may determine whether children in Italy will have enough food to prevent disease and starvation or not; it may lead in the direction of world peace, or it may provoke the forces of aggression.

Our decisions are important because by any economic measuring rod the United States is the greatest nation in the world today. In terms of wealth and productivity we probably are equal to all the other countries of the world put together. I do not say this to boast, though I do believe that we have something of which we can be intensely proud. One need not apologize for the odd and minor inefficiencies of our democratic system under such circumstances. We are not on the defensive. We can back up our economic principles with a very real and tangible demonstration—a rate of production of goods and services of about 200 billion dollars per year. That is real achievement.

But with such a record must go also a tremendous responsibility. The actions of no other country are as important in shaping the world of the future as the United States. We have no choice in this matter. In any given situation we must act or not act—and either action or inaction has its consequences. We have leadership thrust upon us, and there is no escaping, even if we would.

A leader refuses to lead only for two reasons—one, that he is tired, or two, that he is confused and doesn't know where to go. Certainly, the United States is no exhausted country, an effete civilization starting on its decline and fall. Look at our war production record, or look at our contributions to new postwar international organizations.

Do we know where we want to go? I believe that we do have a fairly clear concept of the kind of world we wish to see emerge from the World War ruins. "The Four Freedoms" is one way of saying



it. We believe in the protection of the rights of the individual in the political sphere and individual initiative in the economic.

As I said at the outset, for all countries foreign policy tends to reflect the values and objectives which are expressed in domestic policy. If we have real convictions about the basic fundamentals upon which the United States is built, then we will have convictions in our foreign policy. And we should rejoice in the opportunity which has come to us to play such an important role in shaping the world of the future.

Consider for a moment what the state of the world would have been today if the atomic bomb

had been developed simultaneously in Germany and that before our victory the industrial area from Pittsburgh to Chicago had been laid in ruins. I shall not endeavor to describe what this would have meant for us—but for the rest of the world it would have been absolute tragedy. There would have been no possibility of world economic recovery even to prewar levels in less than decades. Disease and starvation would have carried away millions who are alive today.

There was destruction, but not here. There was starvation, but not here. I say that we have a great responsibility and a great opportunity. May we live up to them both.

## American Mission on Science and Technology To Be Established In London

### Statement by the Assistant to the President<sup>1</sup>

[Released to the press jointly by the White House and the Department of State October 30]

A mission on science and technology will shortly be established in the United States Embassy in London. The mission will consist of a small staff of scientists and engineers, headed by Earl A. Evans, Jr., chairman of the department of biochemistry, University of Chicago. The activities of the mission will cover the fields of organic chemistry, biochemistry, physics, engineering, biology, and agronomy, and the personnel will be assigned for short-term periods on a rotating basis.

The principal duty of the mission will be to supply to interested persons and agencies in Great Britain information concerning current developments in science and technology in this country, and to acquire for distribution to interested Government agencies and scientific societies in the United States similar information developed in Great Britain.

The mission is charged with the following specific duties:

1. Aiding and facilitating the exchange of scientific personnel and information between the United States and Great Britain;
2. Developing and maintaining close personal contact with British governmental agencies and other research institutions in the United Kingdom;
3. Answering inquiries originating with United

States Government departments and scientific agencies in the United States with respect to particular developments in Great Britain;

4. Stimulating the exchange of scientific and technical reports, especially where these are not generally available through usual channels. The results of the mission's work will be furnished to interested Government agencies and to scientific and engineering societies in the United States for further dissemination to the whole scientific and engineering community.

### Text of letter to Herbert Morrison, Lord President of the Council, London

October 30, 1947

DEAR MR. MORRISON: Some months ago the President of the United States asked me to report to him on various aspects of the scientific research effort of this Nation, including methods of stimulating scientific research and improving the dissemination of scientific knowledge. Recently, I submitted my findings in a series of five reports, entitled "Science and Public Policy". Volume one of these reports, containing a summary of my findings, conclusions, and recommendations, is enclosed.

One of the principal recommendations of this report was that the channels for the interchange of scientific knowledge and technical advances be expanded and improved, and that our Government take positive steps toward that end.

<sup>1</sup> John R. Steelman.

Your Government has made considerable progress in expanding the channels of scientific communication through the maintenance of the British Commonwealth Scientific Office in the United States. We believe it desirable to improve our scientific interchange even further by establishing a similar staff in our Embassy in London, to which our Government will assign distinguished scientists from this country.

An exchange of ideas and information, in accordance with the freedom that has always characterized the relations between scientists in our two

countries, should result in substantial benefits not only to specialists in the field of science, medicine, and engineering, but to all citizens in both our Nations.

As we gain experience from the work of this Mission in Great Britain, we hope to be able to undertake similar activities in other countries, in the firm conviction that the increase of knowledge through the sciences is one of the goals of all free peoples.

Sincerely,

JOHN R. STEELMAN

## Coffee Pulp Used as Corn Substitute for Cattle Feed

[Released to the press November 11]

A corn-substitute cattle feed for milk production has been developed from the waste pulp of the coffee bean through the cooperative effort of agricultural technicians of the United States and El Salvador, according to a joint announcement by the U.S. Departments of State and Agriculture.

Tests under specific conditions at the agricultural cooperative station, Centro Nacional de Agronomía, in El Salvador have shown that coffee pulp can be substituted, pound for pound, for corn as cattle feed for milk production. The discovery is considered important to the economy of the coffee-producing countries of the Americas and internationally noteworthy in view of the worldwide shortage of corn and other feed grains.

Centro Nacional de Agronomía is one of a number of cooperative agricultural stations operating in other American countries with United States assistance as a part of this country's program of scientific, technical, and cultural cooperation with other Western Hemisphere republics. These stations operate as a part of the long-term cooperative program carried out by the Department of Agriculture under the auspices of the Department of State.

Coffee pulp is the fleshy covering of the coffee bean and is largely a waste product. Although it has a limited use as fertilizer its disposal is usually a problem.

In recent years the potential value of coffee pulp as a feed has been recognized by Felix Choussy, of the Instituto Tecnológico of El Salvador, and

by R. L. Squibb, formerly of the Inter-American Institute of Agricultural Science, both of whom have conducted trials relating to its use as silage.

Technicians of El Salvador and the U.S. Department of Agriculture, working cooperatively, first tested coffee pulp's digestibility value on goats and its nutritional value on dairy cattle. It has been found, according to the Department of Agriculture's Office of Foreign Agricultural Relations, which administers this country's program of international collaboration in agriculture, that the digestibility of dried coffee pulp approaches that of corn, and, while its palatability when fed alone is unsatisfactory, this is of secondary importance when it is used as a ration component. Mixture with dried banana leaves, molasses, or other feed-stuff materially increases the palatability of the dried pulp so that animals will readily consume it.

Studies regarding the substitution of dried coffee pulp for corn in the ration of milk cows were conducted in El Salvador by Samuel H. Work, of Chicago, Office of Foreign Agricultural Relations specialist, Mario Lewy van Severen, chemist, and Luis Escalon, dairy technician. N. E. Winters, director, Centro Nacional de Agronomía, formerly of Stillwater, Oklahoma, is now in Washington conferring with agricultural officials regarding the experiments.

Additional tests are to be made relative to the feed value of coffee pulp and will include studies regarding its possible use as feed for poultry and other animals. Some of these tests will be made at the U.S. Department of Agriculture's research



#### THE RECORD OF THE WEEK

center at Beltsville, Maryland, and others at various state experiment stations. An air shipment of 100 pounds of pulp has been consigned to Beltsville and will be followed by a one-ton water shipment.

It is estimated that if all the available coffee pulp of the coffee-producing countries of the Western Hemisphere were converted into feed, it would be the approximate equivalent of 34,000,000 bushels of corn in feed value. This is a little more than 1 percent of the average 1943-47 United States corn production.

The process by which coffee pulp is converted into feed is described as relatively simple and economically practicable.

#### Greece Adopts New Procedure To Handle Foreign-Exchange Transactions

[Released to the press October 29]

The Department of State announced on October 29 that additional details have been received on the operation of a new procedure adopted by the Greek Government to handle foreign-exchange transactions. The purpose of this procedure is to overcome handicaps on the Greek export trade caused by overvaluation of the drachma in relation to foreign currencies.

Greek officials informed the State Department that the Bank of Greece is issuing fully negotiable exchange certificates on the following basis:

The exporter of a Greek product is required under current regulations to turn over his foreign exchange, dollars, pounds, francs, or other currency, as the case may be, to the Bank of Greece. In exchange for his foreign currency he receives drachmas at the rate of 5,000 drachmas to the dollar, 20,000 drachmas to the pound, et cetera. In addition he receives from the bank a certificate entitling bearer to repurchase dollars, pounds, or other currency at the same rate of exchange.

It is anticipated that all importers in Greece will be required to present such certificates at the Bank of Greece in order to obtain the necessary exchange to pay for duly licensed imports. A market in certificates has already been established by the play of supply and demand, and the Department understands that the current price of certificates entitling bearer to purchase one dollar

for 5,000 drachmas is approximately 3,000 drachmas.

It is understood that sterling certificates are selling for less than 12,000 drachmas a pound sterling. Prices of certificates for the various foreign currencies are determined by the supply of and the demand for those currencies resulting from import and export transactions.

#### Time Limit for Filing American Claims for War Damage in the Netherlands

[Released to the press October 30]

The Department of State announced on August 7, 1947, that the Netherlands Government had extended the benefits of its war-damage compensation legislation to American nationals on a basis of equality with Netherlands nationals.<sup>1</sup> The Department has now been advised that damage must be reported before March 1, 1948, to the Commissariaat voor Oorlogsschade, Stadhouderslaan 130, te 's-Gravenhage (Commission for War Damages, Stadhouderslaan 130, The Hague) or to local Schade Enquete Commissies (War Damage Investigation Commissions).

Forms for reporting damage may be obtained from the Commissariaat. If registrations of damage have been previously submitted, no resubmission or additional information is required unless requested in individual cases.

A resolution of the Netherlands Minister for Finance dated September 10, 1947, and published in the *Nederlandsche Staatscourant* (Netherlands Gazette) of September 11, 1947, No. 175, declares that American nationals are entitled to the same benefits as Netherlands nationals for damage which, as a direct result of acts of war, of actions or measures of the enemy, or of wartime conditions, has been inflicted within the Netherlands on real property, on household goods, and on personal property which belongs to an enterprise or is used in carrying on an occupation. Canadian and Australian nationals have also been declared eligible for compensation benefits. Legal persons are eligible for benefits if the combined interests of Netherlands, American, Canadian, and Australian nationals represent at least 50 percent either in the distribution of the capital stock or in the exercise of control. The date to be used in determining whether a property owner is of the requisite nationality is the date of the occurrence of the damage.

<sup>1</sup> BULLETIN of Aug. 17, 1947, p. 332.



## Radiotelegraph Circuit Opened Between Rome and New York

### EXCHANGE OF NOTES BETWEEN THE PRESIDENT AND THE ITALIAN PRESIDENT OF THE COUNCIL OF MINISTERS

[Released to the press October 31]

*Texts of messages exchanged between Prime Minister de Gasperi of Italy and President Truman on October 29, opening the new radiotelegraph circuit between Rome and New York by Radio Stampa of Italy and Press Wireless*

PRESIDENT TRUMAN,  
*The White House,  
Washington, D.C.*

On the occasion of the initiation of this circuit directed by Radio Stampa and Press Wireless for the use of the international press, I am happy to send this cordial greeting to the American people and to you in particular, Mr. President, also in the name of my country I express the hope that this new bridge between Rome and New York will constitute a strong instrument for increasing the strength of the free press, consolidating democratic principles and cementing the friendly rela-

tions between the Italian Republic and your great federation of free peoples.

*President of the Council of Ministers.  
DE GASPERI*

SIGNOR DE GASPERI,  
*President of the Council of Ministers,  
Rome.*

It is with great pleasure that I am sending this message to you on the occasion of the inauguration of the new direct radiotelegraph circuit operated by Radio Stampa and Press Wireless between our two countries for the use of the international press. I extend my cordial greetings on behalf of the people of the United States to you and to the people of your country. This new channel of communication should serve to increase and assure the free flow of news and information between our two countries, strengthen the free press and redound to the benefit of our peoples by fostering friendly relations between them.

HARRY S. TRUMAN  
*President of the U. S.*

## Arrest of American Citizen in Budapest Protested

[Released to the press October 29]

The American Legation in Budapest has reported that Elizabeth Proiszl-Pallos, who is registered at the Legation as an American citizen, was arrested on the night of October 27 by Hungarian police authorities on undisclosed charges. Miss Proiszl-Pallos was formerly employed by the United States Representative on the Allied Control Commission for Hungary and since July 1, 1947, has been employed as a stenographer and interpreter by the Associated Press office in Budapest. Following Miss Proiszl-Pallos' arrest, Secretaries of Legation Robert S. Folsom and James G. McCargar and Vice Consul Fred Godsey, together with Jack Guinn, Associated Press representative in Budapest, attempted without success to obtain information concerning the charges against Miss

Proiszl-Pallos and the place where she is being detained.

On October 28 the American Legation received a brief communication from the Hungarian Foreign Office reporting Miss Proiszl-Pallos' arrest and stating that the Legation would be kept informed regarding the case. In reply to this communication, Minister Selden Chapin has referred to article XVIII of the treaty of friendship, commerce, and consular rights between the United States and Hungary (1925) respecting the right of intervention with local authorities for the protection of American nationals and has requested that information be made available regarding the charges against Miss Proiszl-Pallos and that an opportunity be provided for a Legation representative to interview her.

November 9, 1947

## Supplementary Industrial-Property Agreement With France Signed

[Released to the press October 31]

A supplementary agreement between the United States and France concerning the restoration of certain industrial-property rights affected by World War II was signed on October 28, 1947, by Acting Secretary of State Robert A. Lovett and Henri Bonnet, Ambassador of the French Republic.

The supplementary agreement amends an industrial-property agreement between the two Governments, signed at Washington on April 4, 1947, which was designed to permit delayed filing of patent applications, accomplishment of formalities, and payment of fees, which actions were not possible during the war. That agreement was entered into in accordance with the provisions of Public Law 690, 79th Congress, approved August 8, 1946. Since the signature of that agreement the Congress of the United States has enacted legislation (Public Law 220, 80th Congress, approved July 23, 1947) permitting extension of periods during which the above-mentioned benefits might be obtained. Accordingly, the supplementary agreement is designed to extend periods specified in the earlier agreement to the later dates now permitted by act of Congress.

It is provided in the agreement that a notice of acceptance of the agreement shall be delivered by each Government to the other. The agreement, in accordance with its provisions, will enter into force on the day of the delivery of that notice which is the later in time.

## Return of Horses to Hungary Postponed

[Released to the press October 31]

The Department of State announced on October 31 that, at the request of Senators Morse and Stewart, it was asking the Department of the Army to postpone shipment to Hungary of horses brought to this country after the war by the United States Army until the Senators could present the matter to the Armed Services Committee of the Senate. [For background information concerning these negotiations, see BULLETIN of October 19, 1947, page 770.]

## Social Security Conference Opens In Brazil

[Released to the press by the International Labor Office October 31]

The second session of the Inter-American Conference on Social Security will be held at Rio de Janeiro, Brazil, November 10 to 22.

The purpose of the conference is to promote social security in the Americas and to further inter-American cooperation in the development of social-security measures. The first session of the conference was held at Santiago, Chile, in 1942.

The agenda of the session will comprise (1) a report of the secretary general, which will include a summary of children's nutrition programs and an introduction to the problem of investing social insurance funds; (2) insurance against occupational risks; (3) unemployment insurance; and (4) a report of two technical commissions on medical statistics which met at Washington in January.

The conference is governed by a Permanent Committee which is headed by Arthur J. Altmeyer, Commissioner, United States Social Security Administration. It operates in close cooperation with the ILO, which furnishes its secretariat.

The session is expected to be attended by delegates from the American republics and Canada. The Governing Body of the ILO, the Pan American Sanitary Bureau, and the Pan American Union also will be represented.

## Burmese Youth Mission Tours U.S.

[Released to the press October 30]

The Department of State announced on October 30 the arrival in Washington of a Burmese youth mission which has been touring throughout the United States. The mission is sponsored by the Department of National Planning of the Government of Burma. The mission, which is composed of 10 youth leaders, has visited civic organizations and educational institutions in a national survey planned by and under the auspices of the Department of State.

The mission will visit Great Britain, Sweden, France, Denmark, Czechoslovakia, and Yugoslavia before returning to Burma. Upon completion of the tour, the mission will be charged with reorganizing the youth activities and youth-serving organizations for the young people of Burma.

Department of State Bulletin

## Relief Assistance Provided for China

### AGREEMENT SIGNED GRANTING FOOD AND OTHER AID

[Released to the press October 27]

An agreement was signed on October 27 at Nan-king to provide food and other relief assistance to the Chinese people under the foreign-relief program of the United States. Liu Shih Shun, Political Vice Minister for Foreign Affairs in charge of the Ministry of Foreign Affairs, signed for China. Ambassador J. Leighton Stuart signed for the United States.

### AGREEMENT BETWEEN THE UNITED STATES OF AMERICA AND THE REPUBLIC OF CHINA CONCERNING U.S. RELIEF ASSISTANCE TO THE CHINESE PEOPLE

[Released to the press October 27]

WHEREAS, it is the desire of the U.S. of America to provide relief assistance to the Chinese people to prevent suffering and to permit them to continue effectively their efforts toward recovery; and

WHEREAS, the Chinese Government has requested the U.S. Government for relief assistance and has presented information which convinces the Government of the U.S. that the Chinese Government urgently needs assistance in obtaining the basic essentials of life for the people of China; and

WHEREAS, the U.S. Congress has by Public Law 84, 80th Congress, May 31, 1947, authorized the provision of relief assistance to the people of those countries which, in the determination of the President, need such assistance and have given satisfactory assurance covering the relief program as required by the act of Congress; and

WHEREAS, the Chinese Government and the U.S. Government desire to define certain conditions and understandings concerning the handling and distribution of the U.S. relief supplies and to establish the general lines of their cooperation in meeting the relief needs of the Chinese people;

The Government of the Republic of China, represented by Dr. Liu Shih Shun, political Vice Minister in charge of the Ministry of Foreign Affairs, and the Government of the U.S.A., represented by Ambassador J. Leighton Stuart, have agreed as follows:

#### Article I

##### Furnishing of Supplies

(A) The program of assistance to be furnished shall consist of such types and quantities of supplies, and procurement, storage, transportation and shipping services related thereto, as may be determined from time to time

The United States foreign-relief program is designed to alleviate the sufferings of peoples in countries devastated by war. This agreement signed on October 27 with China illustrates once again the strong sentiments of mutual friendship and sympathy that animate the peoples of the two countries. It is another indication of the continuing interest of the American people in the welfare of the Chinese people.

The full text of the agreement follows:<sup>1</sup>

by the U.S. Government after consultation with the Chinese Government in accordance with Public Law 84, 80th Congress, May 31, 1947, and any acts amendatory or supplementary thereto. Such supplies shall be confined to certain basic essentials of life, namely food, medical supplies, processed and unprocessed material for clothing, fertilizers, pesticides, fuel and seeds.

(B) Subject to the provisions of Article III, the U.S. Government will make no request and will have no claim for payment for U.S. relief supplies and services furnished under this agreement.

(C) The U.S. Government agencies will provide for the procurement, storage, transportation and shipment to China of U.S. relief supplies except to the extent that the U.S. Government may authorize other means for the performance of these services in accordance with the procedures stipulated by the U.S. Government. All U.S. relief supplies shall be procured in the U.S. except when specific approval for procurement outside the U.S. is given by the U.S. Government.

(D) The Chinese Government will from time to time submit in advance to the U.S. Government its proposed programs for relief import requirements. These programs shall be subject to screening and approval by the U.S. Government and procurement will be authorized only for items contained in the approved programs.

(E) Transfers of U.S. relief supplies shall be made under arrangements to be determined by the U.S. Government in consultation with the Chinese Government. The U.S. Government whenever it deems it desirable may retain possession of any U.S. relief supplies, or may recover possession of such supplies transferred, up to the city or local community where such supplies are made available to the ultimate consumers.

<sup>1</sup> Printed from telegraphic text.



Article II

*Distribution of Supplies in China*

(A) All U.S. relief supplies shall be distributed in accordance with the terms of this agreement by the Chinese Government and by established voluntary agencies in China which are agreed upon between the two governments. Representatives of the U.S.A. shall have direct supervision and control of supplies made available by the U.S. Government under this agreement.

(B) All U.S. relief supply imports shall be free of fiscal charges including customs duties up to the point where they are sold for local currency as provided by Article III of this agreement unless when because of price practices, it is advisable to include customs charges or government taxes in prices fixed, in which case the amount thus collected on U.S. relief supply imports will accrue to the special account referred to in Article III. All U.S. relief supply imports given freely to indigents, institutions and others, and those turned over to voluntary agencies for distribution shall be free of fiscal charges including customs duties.

(C) The Chinese Government will designate a high ranking official who shall have the responsibility of liaison between the Chinese Government and the U.S. representatives responsible for the relief program.

(D) U.S. relief supplies and similar supplies produced locally or imported from outside sources shall be distributed by the Chinese Government and voluntary agencies without discrimination as to race, creed or political belief, and the Chinese Government shall not permit the diversion of any such supplies to non-essential uses or for export or removal from the country while need therefor for relief purposes continues. The Chinese Government shall not permit the diversion of U.S. relief supplies or an excessive amount of supplies similar to U.S. relief supplies which are produced locally or imported from outside sources in the maintenance of armed forces.

(E) The Chinese Government will take appropriate steps regarding the distribution of U.S. relief supplies and similar supplies produced locally and imported from outside sources designed to assure a fair and equitable share of the supplies to all classes of the people.

(F) A distribution and price control system shall be inaugurated in such major urban centers of China as circumstances permit with the intent of insuring that all classes of the population, irrespective of their purchasing power, shall receive a fair share of the imported or indigenously produced relief supplies. In permitting U.S. relief supplies made available under this agreement to be utilized in support of Chinese efforts to improve consumption and price controls, it is understood that the U.S. Government undertakes no responsibility for the success of these urban programs.

Article III

*Utilization of Funds Accruing From Sales of U.S. Supplies*

(A) The prices at which U.S. relief supplies will be sold in China shall be agreed upon between the Chinese Government and the U.S. Government.

(B) When U.S. relief supplies are sold for local currency the amount of such local currency shall be deposited by the Chinese Government in a special account in the name of the Chinese Government.

(C) Until June 30, 1948, such funds shall be disposed of only with the approval of the duly authorized representative of the U.S. Government for relief and work relief within China, including local currency expenses of the U.S.A. incident to the furnishing of relief. Any unencumbered balance remaining in such account on June 30, 1948, shall be disposed of within China for such purposes as the U.S. Government pursuant to act or joint resolution of Congress may determine.

(D) The Chinese Government will, upon request, advance funds against proceeds from the sale of U.S. relief supplies to the U.S. representatives, to meet local currency expenses incident to the furnishing of relief, including the operation of the U.S. relief mission in China and certain urgent relief projects being undertaken by Chinese Government organs and voluntary agencies.

(E) While it is not intended that the funds accruing from sales of U.S. relief supplies normally shall be used to defray the local expenses of the Chinese Government in handling, transporting internally, and distributing the U.S. relief supplies, including local currency cost of discharging cargo and other port charges, the U.S. representatives will consider with the Chinese Government the use of the funds to cover the unusual costs which would place an undue burden on the Chinese Government.

(F) The Chinese Government will each month make available to the U.S. representatives reports on collections, balances, and expenditures from the fund.

(G) The Chinese Government will assign officials to confer and plan with the U.S. representatives regarding the disposition of funds accruing from sales to assure a prompt and proper use of such funds.

Article IV

*Effective Production, Food Collections and Use of Resources To Reduce Relief Needs*

(A) The Chinese Government will exert all possible efforts to secure the maximum production and collection of locally produced supplies needed for relief purposes.

(B) The Chinese Government will undertake not to permit any measures to be taken involving delivery, sale or granting of any articles of the character covered in this agreement which would reduce the locally produced supply of such articles and thereby increase the burden of relief.

(C) The Chinese Government will furnish regularly current information to the U.S. representatives regarding plans and progress in achieving this objective.

(D) The Chinese Government affirms that it has taken and is taking insofar as possible the economic measures necessary to reduce its relief needs and to provide for its own future reconstruction.

Article V

*U.S. Representatives*

(A) The U.S. Government will send to China the representative

representatives required to discharge responsibilities of the U.S. Government under this agreement and the Public Law 84, 80th Congress, May 31, 1947. The Chinese Government will permit and facilitate the movement of the U.S. representatives to, in or from China.

(B) The Chinese Government will permit and facilitate in every way the freedom of the U.S. representatives to supervise the distribution of U.S. relief supplies and to travel, inspect and report in connection with any matters relating to this agreement and will cooperate fully with them in carrying out all of the provisions of this agreement. The Chinese Government will furnish the necessary auto transportation to permit the U.S. representatives to travel freely throughout China and without delay.

(C) The U.S. representatives and the property of the mission and of its personnel shall enjoy in China the same privileges and immunities as are enjoyed by the personnel of the U.S. Embassy in China and the property of the Embassy and of its personnel.

#### Article VI

##### *Freedom of the U.S. Press and Radio Representatives To Observe and Report*

The Chinese Government will permit representatives of the U.S. press and radio to observe freely and report fully without censorship regarding the distribution and utilization of relief supplies and the use of funds accruing from sale of U.S. relief supplies.

#### Article VII

##### *Reports, Statistics and Information*

(A) The Chinese Government will maintain adequate statistical and other records and will consult with the U.S. representatives, upon their request, with regard to the maintenance of such records.

(B) The Chinese Government will furnish promptly upon request of the U.S. representatives available information concerning the production, U.S. distribution, importation and exportation of any supplies which affect the relief needs of the people.

(C) In case U.S. representatives report apparent abuses or violations of this agreement the Chinese Government will investigate and report and promptly take such remedial action as is necessary to correct such abuses or violations as are found to exist.

#### Article VIII

##### *Publicity Regarding U.S. Assistance*

(A) The Chinese Government will permit and arrange full and continuous publicity regarding the purpose, source, character, scope, amounts and progress of the U.S. relief program in China including the utilization of funds accruing from sales of U.S. relief supplies for the benefit of the people.

(B) All U.S. relief supplies and any articles processed from such supplies, or containers of such supplies or articles, shall, to the extent practicable, be marked, stamped, branded or labelled in a conspicuous place in such a manner as to indicate to the ultimate consumer

that such supplies or articles have been furnished by the U.S.A. for relief assistance; or if such supplies, articles or containers are incapable of being so marked, stamped, branded or labelled, all practicable steps will be taken by the Chinese Government to inform the ultimate consumer thereof that such supplies or articles have been furnished by the U.S. for relief assistance.

#### Article IX

##### *Termination of Relief Assistance*

The U.S. Government will terminate any or all of its relief assistance at any time whenever it determines (1) by reason of changed conditions, the provision of relief assistance of the character authorized by Public Law 84, 80th Congress, May 31, 1947, is no longer necessary; (2) any provisions of this agreement are not being carried out; (3) U.S. relief supplies, or an excessive amount of similar supplies produced locally or imported from outside sources, are being used to assist in the maintenance of armed forces in China or (4) U.S. relief supplies or similar supplies produced locally or imported from outside sources are being exported or removed from China. The U.S. Government may stop or alter its program of assistance whenever in its determination other circumstances warrant such action.

The Chinese Government reserves the right to terminate this agreement whenever it deems such relief assistance as is provided in this agreement is no longer necessary.

#### Article X

##### *Date of Agreement*

This agreement shall take effect as from this day's date. It shall continue in force until a date to be agreed upon by the two governments.

Done in duplicate in the English and Chinese languages at Nanking this 27th day of October, 1947, corresponding to the 27th day of the tenth month of the thirty-sixth year of the Republic of China.

For the Government of the United States of America:

J. LEIGHTON STUART

For the Government of the Republic of China:

DR. LIU SHIH SHUN

## THE CONGRESS

Investigation, Disposition of Surplus Property: Hearings before the Surplus Property Subcommittee of the Committee on Expenditures in the Executive Departments, 80th Cong., 1st sess., pursuant to H. Res. 90 and H. Res. 100. Part 3, hearings on financial control and reporting, War Assets Administration; administrative policies, War Assets Administration; agency agreements, War Assets Administration; Greek-Turkish Aid Act; disposal of St. Johns River shipyard; disposal of Torney General Hospital property; use of aircraft by War Assets Administration. May 13, 14, 22, 23, 27, June 3, 5, 6, 11, 24, 25, 26, July 29, 30, and 31, 1947. x, 630 pp.

## Re-registration of Property Rights Required of Americans in Shanghai

[Released to the press October 28]

The Department of State announced on October 28 that it is necessary for American nationals (including corporations and associations) who possess rights or titles to real property in the municipality of Shanghai, China, which were acquired before May 20, 1943, to apply to the appropriate authorities of that municipality for re-registration of their property rights and for new deeds of ownership if they have not already done so. Such rights as rights of mortgage, in addition to rights of ownership, must be re-registered. Although the period originally set for re-registration has expired, the Chinese Government has agreed to the extension of the deadline for re-registration to April 28, 1948, in the case of American nationals, some of whom may have been unaware of the requirement of re-registration.

Applications for re-registration and new deeds may be made by an agent, who should be authorized by power of attorney from the holder of the property rights or titles and provided with documentary evidence of the holder's American nationality and with original or certified copies of the leases in perpetuity or other documentary evidence relating to the property rights. American holders of real-property rights should either apply or instruct their agents to apply in person to the American Consulate General at Shanghai for certificates regarding those rights. Submission of the certificates is required by the Chinese authorities.

Article IV of the treaty for the relinquishment of extraterritorial rights in China, which was signed by the United States and China January 11, 1943, and entered into force May 20, 1943, provides:

In order to obviate any questions as to existing rights in respect of or as to existing titles to real property in territory of the Republic of China possessed by nationals (including corporations or associations), or by the Government, of the United States of America, particularly questions which might arise from the abrogation of the provisions of treaties or agreements as stipulated in Article I, it is agreed that such existing rights or titles shall be

indefeasible and shall not be questioned upon any ground except upon proof, established through due process of law, of fraud or of fraudulent or other dishonest practices in the acquisition of such rights or titles, it being understood that no right or title shall be rendered invalid by virtue of any subsequent change in the official procedure through which it was acquired. It is also agreed that these rights or titles shall be subject to the laws and regulations of the Republic of China concerning taxation, national defense, and the right of eminent domain, and that no such rights or titles may be alienated to the government or nationals (including corporations or associations) of any third country without the express consent of the Government of the Republic of China.

It is also agreed that if it should be the desire of the Government of the Republic of China to replace, by new deeds of ownership, existing leases in perpetuity or other documentary evidence relating to real property held by nationals, or by the Government, of the United States of America, the replacement shall be made by the Chinese authorities without charges of any sort and the new deeds of ownership shall fully protect the holders of such leases or other documentary evidence and their legal heirs and assigns without diminution of their prior rights and interests, including the right of alienation.

It is further agreed that nationals or the Government of the United States of America shall not be required or asked by the Chinese authorities to make any payments of fees in connection with land transfers for or with relation to any period prior to the effective date of this treaty.<sup>1</sup>

### Visit of Chilean Surgeon

Brig. Gen. Agustín Inostroza, chief surgeon of the Chilean Air Force, has arrived in the United States to study methods of improving medical standards for Chilean commercial and private pilots.

General Inostroza is one of a distinguished group of leaders who have received grants-in-aid under the program administered by the Division of International Exchange of Persons of the Department of State for the exchange of professors and specialists between the United States and the other American republics.

Under the auspices of the Civil Aeronautics Administration, Department of Commerce, General Inostroza will confer with officials of that organization and others in the medical field in carrying out his studies.

<sup>1</sup> BULLETIN of Mar. 20, 1943, p. 240, and Treaty Series 984.



## Minimum Standards for Handling of Classified Information

[Released to the press October 28]

The Security Advisory Board of the State-Army-Navy-Air Force Coordinating Committee (formerly the State-War-Navy Coordinating Committee) announced on October 28 that it had recommended that the draft of the minimum standards for the handling and transmission of classified information which it has prepared for adoption pursuant to Executive Order 9835<sup>1</sup> be amended to provide the following definitions pertaining to classified information:

**Classified information.** The term "Classified information" as used herein means official information, the security protection of which is necessary for the national welfare. Classified information may be Top Secret, Secret, Confidential, or Restricted, depending upon the degree of protection necessary for its safeguarding.

**Top Secret.** The term "Top Secret" as used herein means information, the security aspect of which is paramount and the unauthorized disclosure of which would cause exceptionally grave damage to the nation.

**Secret.** The term "Secret" as used herein means information, the unauthorized disclosure of which would endanger national security, or would cause serious injury to the interests or prestige of the nation, or would be of great advantage to a foreign nation.

**Confidential.** The term "Confidential" as used herein means information, the unauthorized disclosure of which, although not endangering the national security, would be prejudicial to the interests or prestige of the nation, or would cause unwarranted injury to an individual, or would be of advantage to a foreign nation.

**Restricted.** The term "Restricted" as used herein means information which requires security protection, other than that information which has been determined to be Top Secret, Secret, or Confidential. The term "Restricted" as used herein

is not to be confused with the term "restricted data" as defined in the Atomic Energy Act of 1946 (Public Law 585, 79th Congress, 2d session). The Atomic Energy Act defines "restricted data" as follows:

The term "restricted data" as used in this section means all data concerning the manufacture or utilization of atomic weapons, the production of fissionable material, or the use of fissionable material in the production of power, but shall not include any data which the Commission from time to time determines may be published without adversely affecting the common defense and security.

**Unclassified information.** The term "Unclassified information" as used herein means information requiring no security protection and therefore not included in one of the aforementioned classifications.

### Department Will Not Assume Occupation Administration

[Released to the press October 20]

In answer to a press inquiry, it was announced by the Department of State that there is no present intention of taking over responsibility for the administration of occupied areas from the Army, and consideration of such a taking over has been indefinitely postponed.

### Paul C. Daniels Designated Director for American Republic Affairs

Paul C. Daniels, Foreign Service officer, has been designated Director for the Office of American Republic Affairs.

It will be recalled that the Acting Secretary of State announced on October 3, 1947, that Mr. Daniels, then United States Ambassador to Honduras, had been appointed as Representative of the United States on the Inter-American Economic

<sup>1</sup> 12 Federal Register 1935, Mar. 25, 1947.

and Social Council. Ambassador Daniels had been called to Washington on consultation in order to participate in the preparatory work for the Bogotá conference which is being undertaken by the Inter-American Economic and Social Council. He will continue to act as United States Representative on the Council concurrently with his new duties.

## Basic Principles for Security Advisory Board

*Memorandum for the Acting Secretary of State*<sup>1</sup>

The Security Advisory Board was originally established in early 1943 under the Office of War Information to advise and assist Federal non-military agencies in developing adequate, uniform procedures to protect classified information. On April 3, 1946, upon recommendation of the Joint Chiefs of Staff, the State-War-Navy Coordinating Committee established a subcommittee for security control, to be successor to the OWI Board and also to be known as the Security Advisory Board.

During the period April 1946 to March 1947, the board devoted its major energies to simplifying and expediting downgrading and declassification of documents and to advising agencies on converting their procedures to a peacetime basis by the issuance of a revised set of security suggestions for nonmilitary Federal agencies.

In March of 1947, as a result of the recommendations made by the President's Temporary Commission on Employee Loyalty, Executive Order 9835, as a part of the employee loyalty program, directed the Security Advisory Board to draft minimum standards for the handling and transmission of classified information which, when approved by the President, would be applicable to all departments and agencies of the executive branch.

The board has drafted the standards as directed and has submitted its draft through channels for appropriate action. These standards represent merely a codification of existing practices and that

<sup>1</sup>Memorandum prepared in the Department of State for the information of Acting Secretary Lovett, who authorized its publication. Released to the press Oct. 22, 1947.

the basic principles which guided the board in the preparation of its draft were (1) to draft the least restrictive standards possible, (2) to set up a uniform pattern for the handling of classified information in all agencies, (3) to permit freer interchange of classified information between agencies by assuring the "sensitive" agencies that classified information originating with them would have adequate security protection in the receiving agency, (4) to stress the need for avoiding overclassification, and (5) to require downgrading and declassification action at the earliest possible date

## PUBLICATIONS

### Department of State

*For sale by the Superintendent of Documents, Government Printing Office, Washington 25, D.C. Address requests direct to the Superintendent of Documents, except in the case of free publications, which may be obtained from the Department of State.*

**Fisheries Mission.** Treaties and Other International Acts Series 1624. Pub. 2886. 3 pp. 5¢.

Agreement between the U. S. and Mexico; entered into force October 22, 1946.

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## THE FOREIGN SERVICE

### Consular Offices

The American Consulate General at Lahore, Pakistan, was established and opened to the public October 14, 1947.

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# Contributors

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